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Note by the Secretariat

Addendum

International Labour Organization

Summary

The contribution of the International Labour Organization (ILO) to the Permanent Forum on Indigenous Issues at its fourth session outlines the current status of ILO projects and programmes addressing indigenous issues. There has been a great increase in the volume of ILO work on such issues within the past 12 months, and this work has extended well beyond the two projects that deal exclusively with indigenous and tribal peoples. There is considerable substantive and practical work being undertaken within ILO on a wide range of issues of relevance to indigenous and tribal peoples. The present report also outlines the work that is being done to address indigenous issues within the framework of the Millennium Development Goals. Within the context of relevant sections of the report, there are also suggestions and recommendations.

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I. Response to recommendations of the Forum addressed exclusively to a particular agency

1. There were no recommendations addressed exclusively to the International Labour Organization (ILO).

II. Response to recommendations of the Forum addressed to the United Nations system

2. Below are brief responses to the recommendations of the Permanent Forum on Indigenous Issues contained in the report on its third session[1] of relevance to ILO. Owing to the general nature of the recommendations, the responses are not extensive, but where necessary, references to further information sources are included. Most of the information pertaining to the recommendations is included under other subject headings in the present report, to avoid duplication, and ensure proper contextualization of the information in question. Thus, only information that is not contained elsewhere in the report is contained in this section.

Recommendation in paragraph 5: ongoing

3. At the previous session of the Forum, ILO reported extensively on its internal gender mainstreaming policies and on activities it was undertaking to mainstream indigenous concerns into regular ILO activities (E/C.19/2004/5/Add.3). The special concerns of indigenous women are integrated in the design and implementation of projects on indigenous issues. Further information is available in sections III and IV of the present report.

Recommendation in paragraph 8: ongoing

4. A number of points addressed in this recommendation are currently being addressed by ILO. The following are some examples:

(a) With specific reference to the disaggregation of data on indigenous women's issues, efforts are ongoing within the context of individual projects and programmes to address the lack of qualitative and quantitative data (see for example, paras. 40-50 below). This work not only addresses the lack of data, but goes further to look at the manner in which poverty indicators can better reflect indigenous peoples' own priorities and concerns, including differential concerns of men and women. In addition, within the context of projects to eliminate child labour, national child labour surveys often provide statistical information about overtime child labour trends and are used as inputs for policy-making. Results usually show that child labour rates are higher among indigenous children and that, in turn, their school attendance rates are lower, especially among girls. Another effort that has been made towards a better understanding of the reality of child labour in indigenous communities was the conduct of two specific studies. One was undertaken in Peru (in four ethnic groups in the Amazon Basin — Ashaninka, Aguaruna, Cocama and Shipibo) and the other one in Costa Rica (in three communities of the Brunca Region — Boruca, Bribri and Ngäbe). The major goal of each of these studies was to understand the protection and risk factors associated with child labour in indigenous communities from an intercultural and gender perspective. Finally, as part of several baseline survey studies and rapid assessments

conducted by the International Programme on the Elimination of Child Labour in the region, the reality of indigenous children has been considered with emphasis on certain countries and sectors. Some examples are the studies on child domestic labour in Guatemala and Peru, where a high proportion of indigenous girls was identified working under unacceptable conditions. Another sector characterized by large migratory flows of indigenous groups is hazardous agriculture. Additional studies to understand the dynamics have been conducted in activities such as the flower and banana industries in Ecuador, coffee production in Panama and sugarcane harvesting in Bolivia;

(b) A number of projects and programmes addressing indigenous issues within ILO have regular contact with indigenous women's organizations and networks in various regions, and undertake information-sharing and collaboration with these organizations.

5. ILO recommends that the Forum undertake to further the process initiated by the workshop on data collection concerning indigenous peoples.

Recommendation in paragraph 9: ongoing

6. This recommendation is very broad. Therefore, information in subsequent parts of the present report is referred to as a primary reference. As indicated above, the ILO approach is to ensure that gender concerns are integrated at every stage in the project cycle. As the ILO technical cooperation projects and programmes are extremely broad ranging, information pertaining to this recommendation is contained in sections III and IV below.

Recommendations in paragraph 43 (dissemination of information, training and technical assistance concerning fundamental rights): ongoing

7. This recommendation is also broad. Therefore, contextualized information in sections III and IV below is referred to. Some other examples are as follows:

(a) Dissemination of information in indigenous languages is undertaken wherever necessary, within the framework of any projects and programmes addressing indigenous peoples. In addition, information is developed in non-written formats, to accommodate the needs of communities with high levels of illiteracy. Translations and information concerning other non-written materials can be found at the ILO web site;

(b) Human rights training is an integral component of projects and programmes that address indigenous issues. In cases where indigenous women require special attention, separate activities may be held for them. In other cases, the main objective is to mainstream gender into ongoing initiatives, ensuring equal opportunities for the participation of men and women. This approach applies to a number of ILO projects and programmes.

Recommendations in paragraph 45: ongoing

8. A number of ILO conventions other than Convention (No. 169) concerning Indigenous and Tribal Peoples in Independent Countries are of relevance to indigenous and tribal peoples. Aside from current work under the Project to Promote ILO Policy on Indigenous and Tribal Peoples to raise awareness of these instruments and their relevance for the peoples concerned, and work by other

projects and programmes of the ILO to mainstream indigenous issues within the framework of other ILO instruments, the ILO Committee of Experts on the Application of Conventions and Recommendations has made reference to the situation of indigenous and tribal peoples within the context of other relevant Conventions, inter alia, Convention (No. 111) concerning Discrimination (Employment and Occupation), 1957, Convention (No. 100) concerning Equal Remuneration for Men and Women Workers for Work of Equal Value, 1951, Convention (No. 29) concerning Forced or Compulsory Labour, 1930 and Convention (No. 105) concerning the Abolition of Forced Labour, 1957. Under the Project to Promote ILO Policy on Indigenous and Tribal Peoples (see paras. 10-16 below) training tools are currently being developed for indigenous peoples on ILO instruments other than Convention No. 169 that are of relevance to them.

9. **A general suggestion arising from the ILO response to the recommendations of the Forum at its third session in May 2004 was that ILO has experienced some difficulty in responding to these recommendations owing to their extremely general nature. In that regard, ILO recommends that, at its future sessions, when drafting its recommendations to individual United Nations agencies and bodies, the Forum take greater account of the specific mandates, structures and capacity of each organization, in addition to the information provided on substantive and practical matters by these organizations in their written submissions, in order to better orient its recommendations and ensure that they are feasible and targeted.**

III. Other significant information on activities regarding indigenous issues

A. Project to Promote ILO Policy on Indigenous and Tribal Peoples

10. The Project to Promote ILO Policy on Indigenous and Tribal Peoples undertakes activities at the national, regional and international levels. The following is a brief summary of activities during 2004, and ongoing activities. This information is not exhaustive and information on other countries and themes can be found on the ILO indigenous and tribal peoples web site (www.ilo.org/public/english/indigenous).

Priority areas and future strategies

11. The Project has defined a number of priority areas for the coming years. These initiatives aim at the promotion of the rights of indigenous and tribal peoples through implementation of the principles of ILO Convention No. 169:

- The first priority addresses the issue of indigenous rights on a global scale through the documentation and exchange of good practices for the implementation of Convention No. 169.
- The second priority addresses the situation of indigenous peoples in the African region by supporting the work of the African Commission on Human and Peoples' Rights in its efforts to document existing legal provisions and needs for legislative reform in the African region.

- The third priority has been identified as training. ILO will engage in training both at the headquarters level, as well as diverting training activities to the regions, in order to address the specific capacity-building needs of indigenous organizations, Governments and ILO staff at different levels of intervention. In addition, the Project will strengthen its contribution to the Indigenous Fellowship Programme of the Office of the United Nations High Commissioner for Human Rights.

- A subregional activity that has been planned for the coming months is aimed at building the capacity of Governments and indigenous institutions in Bangladesh, India and Nepal to ensure the implementation of the principles of relevant ILO conventions on indigenous and tribal peoples' rights (Nos. 107 and 169).

ILO Convention No. 169 and peacebuilding in Nepal

12. ILO has consistently promoted dialogue between Governments and representative indigenous organizations, and has explored the possibility of using ILO Convention No. 169 as a framework for peace talks (as was the case in Guatemala in 1996). A recent consultation on these issues convened more than 200 government and indigenous representatives, including the Prime Minister, who confirmed the intention of Nepal to ratify Convention No. 169. The Kathmandu Adivasi-Janjati Declaration on ILO Convention No. 169 and peacebuilding in Nepal was unanimously adopted in January 2005 and provides concrete guidelines for action to relevant parties to promote the rights of indigenous peoples and facilitate social justice and participatory peacebuilding within the framework of Convention No. 169. Follow-up will be undertaken during 2005, subject to recent developments in the country.

Studies on indigenous peoples and poverty reduction strategies in Cambodia and Cameroon

13. As a complement to the work currently being undertaken on the poverty reduction strategy paper process and its relevance for indigenous and tribal peoples by the In-Focus Programme to Promote the ILO Declaration on Fundamental Principles and Rights at Work, the Project to Promote ILO Policy on Indigenous and Tribal Peoples is undertaking two country case studies on the relevance of poverty reduction strategy papers for indigenous and tribal peoples, and their participation in the poverty reduction strategy paper process. Further information on these initiatives is contained in section IV below.

Project to examine indigenous customary law in Morocco

14. As a follow-up to the recommendations of a workshop on indigenous peoples' rights held at Rabat in 2003, the ILO and Tamaynut have entered into a collaboration in the framework of a one-year project. As the customary laws of the Amazigh people of Morocco govern a number of aspects of their lives, such as land and resource ownership and management, social structures, gender questions and cultural life, the recommendations of the workshop will be addressed in the framework of a project on customary law. This project will work for the next year to examine and document customary laws and their compatibility with national legislation and international law, and promote a national dialogue on the integration

of certain aspects of indigenous customary law into the legal system. The project will also look at ways in which customary laws governing societal structures could be used as a basis for the conceptualization of mechanisms for dialogue with indigenous peoples.

Legal study and national workshop in Cameroon

15. The Project has just finalized a study on the legal framework for the protection of the rights of indigenous and tribal peoples in Cameroon, and the impact of the legal framework on the living and working conditions of the peoples concerned. The study process, which was undertaken by Dr. Albert Barume, included provincial consultations with indigenous men and women, to ensure that their own perspectives on the issues raised were brought to the fore in the final publication. The study raised a number of concerns about the human rights situation of indigenous peoples. Follow-up to this study, and the case study on the poverty reduction strategy paper process, will be discussed in a national workshop in April.

Project to promote policy and dialogue in Cambodia

16. In collaboration with the Interregional Programme to Support Self-Reliance of Indigenous and Tribal Peoples through Cooperatives and Self-Help Organizations (INDISCO) programme, a national project has just been initiated in Cambodia, with the overall objective of contributing towards the development of national legislation and policies that integrate the rights, needs and priorities of indigenous peoples in Cambodia, and to build capacity to implement them. In partnership with the Government of Cambodia, indigenous organizations, non-governmental organizations and other relevant partners, this project will work at national and local levels, providing capacity-building and human rights training for project partners, and to strengthen the capacity of indigenous peoples to play a more active role in the planning and decision-making processes that affect them, ensuring equal opportunities for men and women to participate in these processes.

B. ILO-INDISCO programme

17. INDISCO has been continuing its community-driven participatory approach in Africa and Asia aimed at promoting sustainable livelihoods, income generation and decent employment with the aim of eliminating the discrimination of the most vulnerable and excluded indigenous and tribal communities, particularly in the area of employment and occupation and with a strong focus on indigenous women and children.

18. In the Philippines, local and national partnerships have been strengthened and have yielded a number of results in 2004: assistance in the preparation of the medium-term Philippine development plan for indigenous peoples for 2004-2008 embraced by President Arroyo; expansion of grass-roots level community development activities; support to prevent and eliminate child labour among indigenous communities through community-driven and culturally appropriate education and livelihoods support (jointly with the International Programme on the Elimination of Child Labour); and continued support for the full implementation of the Indigenous Peoples' Rights Act. In India, INDISCO is active in promoting cooperatives and decent employment among tribal communities. Because of the

work to facilitate the generation of employment through cooperatives and other self-help organizations in Orissa, indigenous women's groups have not only been beneficiaries of technical interventions, but they have also been partners in a participatory process of project design and implementation (more information is available in the ILO Newsletter on Indigenous Issues).

C. In-Focus Programme to Promote the ILO Declaration on Fundamental Principles and Rights at Work

19. Under this Declaration, two major activities have been undertaken that are of direct relevance to indigenous and tribal peoples.

Ethnic audit of poverty reduction strategy paper processes in 14 countries

20. Further information can be found in section IV below.

Research on indigenous peoples and forced labour in Latin America

21. A number of Andean countries are now putting into place stronger policies to eradicate debt bondage and other forms of forced labour to which indigenous people are too often subjected. These measures demonstrate the ILO commitment towards fundamental principles and rights at work and towards a fair globalization based on decent work for all. An ILO special action programme to combat forced labour is supporting Governments and social partners in their effort to document and eliminate forced labour. In Peru, a recent investigation has confirmed the existence of forced labour in the context of illegal logging activities in the departments of Ucayali and Madre de Dios — which are located in the country's Amazon basin. In Bolivia, a different study has also documented the existence of forced labour against indigenous people. In both countries, it is clear that forced labour is an extreme manifestation of discrimination and the consequences for the victims are continued poverty and the lack of access to basic human rights. The Governments are realizing that it is time to end forced labour.

D. International Programme on the Elimination of Child Labour

22. Further information on the activities of the International Programme on the Elimination of Child Labour of relevance to indigenous and tribal peoples can be found in paragraphs 53 to 72 below.

E. Inter-agency activities

23. ILO has been actively involved in ongoing work at the international level on indigenous issues. Some examples of ILO contributions include:

- A substantial contribution to the inter-agency support group position paper on indigenous peoples and the Millennium Development Goals;
- Contribution to the Forum's ongoing work on free, prior and informed consent, and participation at its workshop on this subject;
- Participation in the inter-agency task force on indigenous women.

IV. Information and suggestions regarding the special theme of the fourth session, "Millennium Development Goals and indigenous peoples"

A. General contribution of ILO to the Millennium Development Goals

24. According to the Director-General of ILO, ILO and its constituents should participate actively in the various bodies working on the drive to achieve the Millennium Development Goals by ensuring that the ILO mandate is fully integrated into a coherent international framework and the voice of employers' and workers' organizations occupies its rightful place.[2]

25. There are eight Millennium Development Goals. For each of the goals there are a number of specific targets, 18 in total. Each target has one or more specific statistical indicators to be used to monitor progress. There are 48 indicators in all. Each indicator is associated with one or more international organizations. The specific reporting role of ILO focuses on two specific goals:

- Goal 3 (promotion of gender equality and empowerment of women). ILO specifically reports on target 4, indicator 11, concerning the share of women in wage employment and in the non-agricultural sector.
- Goal 8 (development of a global partnership for development). ILO specifically reports on target 16, indicator 45, concerning the unemployment rate of 15 to 24-year-olds.

26. ILO has also been involved at the international level in the inter-agency expert group on Millennium Development Goal indicators that advises the Millennium Project and the 2005 publication on the progress of reaching the Goals (under the direction of the Policy Integration Department of ILO), and the Millennium Project task forces that fed into that work.[3]

27. In addition, a number of other Millennium Development Goals are of direct relevance to the work of ILO, and ILO is addressing a number of issues pertaining to these at both international and national levels. In particular, ILO is undertaking work that pertains specifically to Goals 1 (eradication of extreme poverty and hunger) and 2 (achievement of universal primary education).

B. Focus on Millennium Development Goal 1: eradication of extreme poverty and hunger

Pro-poor growth and decent work

28. ILO is concerned about growth and macroeconomic policy in the light of growing disenchantment with the employment and social effects of liberalization and globalization. Economic growth is essential but not sufficient for the achievement of Goal 1. In order to reduce poverty, growth must be "pro-poor", which implies changes in institutions, laws, regulations and practices that create and perpetuate poverty.

29. The 2004 report of the World Commission on the Social Dimensions of Globalization suggests means for reducing inequalities in the global economic system and recommends that decent work becomes a global development goal. At the country level, ILO works for the inclusion of decent work in poverty reduction strategy papers and carries out decent work pilot programmes, aiming to show how decent work can reduce poverty in practice. The Commission also indicates that policies to ensure a fair globalization must focus on meeting peoples' needs where they live and work. It is thus essential to nurture local communities through the devolution of power and resources and through strengthening local economic capabilities, cultural identity, and respecting the rights of indigenous and tribal peoples.[4]

30. Linkages between the ILO decent work agenda and the Millennium Development Goals are being developed. The 2003 report of the Director-General to the International Labour Conference sums up the links like this:

- Rights: without rights, the poor will not get out of poverty
- Employment: the principal route out of poverty is work
- Protection: poor people are unprotected people
- Dialogue: this is the way to solve problems peacefully. ILO can offer those living in poverty its experience in dialogue and conflict resolution as a way of advancing their interests

Incorporation of indigenous concerns into national decent work programmes

31. ILO has begun a pilot initiative to integrate indigenous and tribal people issues into the national decent work programme for Nepal. "Decent work" is at the centre of the ILO mandate and activities, bringing together the goals of rights at work, employment and income, social protection, and social dialogue. The development of decent work agendas for indigenous peoples offers an opportunity for ILO constituents (workers' and employers' organizations) to work in partnership with indigenous peoples.

32. Following the development of a national plan of action for decent work in Nepal in January 2005, which also highlights the needs of disadvantaged groups, including indigenous peoples, in all policies and programmes, the main elements of a decent work agenda for indigenous groups will now be identified. The participatory process will include input from workers' and employers' organizations, in addition to broad consultations with representative indigenous organizations, ensuring equal opportunities for participation of indigenous men and women.

33. Activities to improve the socio-economic status of indigenous peoples are a central part of Nepal's tenth five-year plan and the poverty reduction strategy paper process. The process provides a good entry point for promoting decent work for indigenous peoples in the national development context. Furthermore, in late January 2005 a major meeting on ILO Convention No. 169 and Peacebuilding in Nepal, coorganized by ILO, the Nepal Foundation for Indigenous Nationalities and the Nepal Federation of Indigenous Nationalities, concluded with the unanimous adoption of a comprehensive declaration on indigenous peoples rights and roles and responsibilities of various parties. One of the specific recommendations to ILO was to design, in conjunction with the ILO constituents and indigenous nationalities, a decent work plan for indigenous nationalities, in a public-private partnership framework.[5]

34. Incorporating indigenous concerns into national decent work country programmes aims to sensitize and raise awareness of indigenous issues among the public and draw attention to the problems faced by indigenous men and women in the world of work — particularly discrimination, which results in unemployment, underemployment, child and bonded labour. It is hoped that the process of formulating indigenous-specific elements in decent work country programmes will be replicated in other countries, taking into consideration the specificities of individual national contexts. This will be followed up as developments in the country permit.

INDISCO programme — promotion of decent work for indigenous and tribal peoples

35. In the context of the first Millennium Development Goal the ILO-INDISCO programme has been working to strengthen the capacity of indigenous and tribal peoples, helping them to fight poverty by creating decent work through cooperatives and self-help organizations. Indigenous and tribal peoples often live in pockets of poverty as they, in particular indigenous women, are exposed to social exclusion and structural inequalities. At the same time indigenous peoples often have their own development paths and priorities, which need to be respected in order to ensure that overall efforts to meet the Millennium Development Goals and to reduce poverty contribute to the specific needs and aspirations of these peoples. In response to this dual challenge INDISCO has been working to enable indigenous and tribal communities to strengthen the basis of their livelihood through decent employment and income-generating schemes. The methodology of the INDISCO programme is based on a community-driven participatory approach to development in which the gender-balanced participation and consultation of indigenous and tribal peoples are core principles. The design, development and implementation of project activities are undertaken by the indigenous peoples themselves, facilitated by local partner non-governmental organizations and associated with policy development at the government level. This gives ILO a mediating and facilitating role between the various involved stakeholders, while serving the ILO objective of promoting decent work for women and men.

36. INDISCO projects have been implemented in Asia and Africa. Projects often provide direct support to literacy training, cooperative management, skills and training. In India the INDISCO programme has been piloted in the Mayurbhanj district of Orissa. A cluster of 40 tribal villages has been supported in establishing and managing legally recognized cooperatives or cooperative-like self-help organizations, providing loans and credit, health and education. Indigenous women's organizations have been both partners and beneficiaries in this participatory development exercise. In the Philippines, recognizing the linkages between poverty reduction and the land rights of indigenous and tribal peoples, INDISCO has been continuing its work at the community level in cooperation with the Embassy of Finland and the United Nations Development Programme (UNDP) in sustainable ancestral-domain management. INDISCO has also been continuing its work in the Philippines in cooperation with the International Programme to Eliminate Child Labour to prevent and eliminate child labour among indigenous communities through community-driven and culturally appropriate education and livelihoods support.

National poverty reduction strategies

37. The UNDP Administrator, describing the link between the Millennium Development Goal and national poverty reduction strategies, said that the Goals help set and frame the global development agenda. They are an end — a shared framework that all Governments and international agencies have signed up to and by which development progress can be measured. Poverty reduction strategy papers are the primary means to get there. The Goals are both the front and back end of the poverty reduction strategy paper process: the Goals represent the overarching framework for the process and the way to monitor whether they are performing as advertised: paying real attention to the needs of the poor and overall development priorities, not just economic targets.

38. The poverty reduction strategy papers outline an ambitious agenda for poverty reduction, particularly when viewed against the severe capacity constraints facing most low-income countries. To date, the record has been mixed and it is often noted that poverty reduction strategy papers do not always contain a suitably detailed diagnosis of poverty, and tend to omit or fail to cover in sufficient detail key sectoral and thematic considerations such as gender, decent work and equity issues. Generally, poverty reduction strategy papers need to give closer attention to the links between analysis and policy (diagnosis and prognosis), to provide more detailed prioritization of public actions and to give better coverage to areas and issues fundamental to implementation such as budgetary and institutional capacity issues.

39. ILO has been actively engaged in supporting poverty reduction strategy paper processes in a number of countries, engaging with other development partners. In this regard, the objective of country-level work has been threefold:

- To empower social partners to influence the drafting and implementation of poverty reduction strategies through social dialogue.
- To incorporate aspects of decent work into poverty reduction strategy papers.
- To influence development organizations and Governments involved in designing and implementing poverty reduction strategies to embrace the fundamental principles and rights at work, employment policies and social protection, and listen to the voices of the social partners.

Indigenous and tribal peoples and poverty reduction strategy papers

40. In line with the overall principles of ILO work on national poverty reduction strategies processes, ILO has also been examining the specific impact of those processes on indigenous and tribal peoples, as well as the extent to which the peoples have participated in the processes, and the development of the poverty reduction strategy papers. This analysis has been undertaken primarily in collaboration with the Project to Promote ILO Policy on Indigenous and Tribal Peoples. Initial work on this subject has constituted an ethnic audit of poverty reduction strategy papers in 14 countries, and two case studies on the consultation and participation of indigenous and tribal peoples in poverty reduction strategy paper processes in Cameroon and Cambodia. Both these initiatives, as well as the conclusions and recommendations, will be presented to the Forum at its fourth session.

Ethnic audit of the poverty reduction strategy papers of 14 countries

41. Indigenous and tribal peoples represent about 5 per cent of the world's population, but over 15 per cent of the poor.[6] The incidence of extreme poverty is higher among them than among other social groups and, generally, they benefit much less than others from overall declines in poverty. Indigenous and tribal women experience the same disadvantages facing their male peers, but often encounter additional barriers related to their gender and age. As a result, the deprivations they experience are often even harsher than those of indigenous men.

42. The widening of ethnic inequalities in countries where indigenous and tribal peoples live show that conventional anti-poverty policies fail to tackle the social and economic exclusion facing these peoples. This must be redressed not only for their own benefit, but also for reasons of social equity and policy effectiveness. This requires that social and economic policies recognize and accommodate indigenous and tribal peoples' needs, aspirations and rights. As distinct peoples, they have special rights that include, among others, the right to be different and to influence decisions affecting their livelihoods and future.

43. Since 1999, the poverty reduction strategy papers have become the overall framework for lending, debt relief and development cooperation in low-income countries. The poverty reduction strategy paper process is intended to be open and participatory and to reach out to "traditionally marginalized groups", although the related guidelines are silent on involving indigenous and tribal peoples.

44. In the framework of the Follow-up Action Plan on the Elimination of Discrimination at Work,[7] ILO is finalizing an ethnic "audit" of 14 poverty reduction strategy papers in an equal number of countries. The goal of the audit is to ascertain whether and how the rights, needs and aspirations of indigenous and tribal peoples have been taken into account and whether they have been involved in the consultations leading to the formulation of poverty reduction strategy papers.

45. The 14 countries are: Bangladesh, Bolivia, Cambodia, Guyana, Honduras, Kenya, the Lao People's Democratic Republic, Nepal, Nicaragua, Pakistan, Sri Lanka, the United Republic of Tanzania, Viet Nam and Zambia. These countries differ in terms of the relative size of their indigenous and tribal populations, the legal recognition of their rights and the related institutional and policy frameworks. The organization and political mobilization of indigenous and tribal peoples in these countries is equally varied.

46. The study is intended to be the first step of a longer, multistaged process. It constitutes an initial and, admittedly, limited (both in scope and depth) assessment of the extent to which indigenous and tribal peoples and their concerns have been incorporated into poverty reduction strategy papers. The intention is to propose further work at both the national and the international level to fill the gaps in knowledge and develop sound policy recommendations. Follow-up activities could include studies requiring more detailed analysis and research and consultations with indigenous and tribal organizations, national Governments, the World Bank and other organizations of the United Nations system, and bilateral donors that participate in the poverty reduction strategy paper processes.

Case studies on indigenous and tribal peoples' involvement in poverty reduction strategy paper processes in Cameroon and Cambodia

47. The challenge to development posed by indigenous and tribal peoples is twofold: on the one hand, these peoples have the same right to development, resources and services as all others. On the other, it must be recognized that the nature of their aspirations for development, resources and services may be fundamentally different from those of other peoples. Development strategies must thus be designed to overcome the marginalization and at the same time ensure the rights of indigenous peoples. This can only be achieved with the full consultation and participation of the peoples concerned, in accordance with ILO Convention No. 169.

48. In order to supplement but not duplicate the ethnic audit of poverty reduction strategy papers being undertaken by Declaration, the Project to Promote ILO Policy on Indigenous And Tribal Peoples has designed an initiative, in the form of two case studies:

- To document indigenous and tribal peoples' own perceptions of poverty and poverty reduction strategies and existing gaps, similarities and contradictions with national poverty reduction efforts.
- To give recommendations for follow-up to ensure the consultation and participation of indigenous peoples in national poverty reduction efforts.

49. Follow-up will be ensured within the context of ongoing activities at the country level in Cambodia and Cameroon. At the country level, the case studies are being undertaken in collaboration with indigenous communities and organizations, and coordinated by the Centre for Advanced Study, and the Centre pour l'environnement et le développement, respectively. The two country case studies aim:

- To assess the extent of indigenous participation in the formulation of poverty reduction strategy papers (taking account of men and women in this process).
- To analyse the relevance of the poverty reduction strategy paper process for indigenous and tribal peoples (including an analysis of indigenous peoples' own perceptions of poverty).
- To develop recommendations on indigenous and tribal peoples' consultation and participation in poverty reduction efforts.
- To identify capacity-building needs in respect of indigenous participation in the poverty reduction strategy paper process (this may include capacity-building for indigenous peoples, Governments, non-governmental organizations and other relevant actors).

50. The primary methodology for both case studies is culturally appropriate consultations with selected indigenous communities to gather their views on:

- Indigenous concepts and notions of poverty
- Indigenous indicators of poverty
- Indigenous strategies to combat poverty
- Effect of poverty alleviation programmes on indigenous communities

- Consultations and participation in national poverty reduction efforts
- Use of indigenous knowledge in poverty reduction strategies.

51. **Based on some preliminary findings, it is clear that the poverty reduction strategy paper processes examined have not taken into account indigenous and tribal peoples' own perceptions of poverty or their own strategies for addressing poverty. It has also been brought to the fore that, without adequate consultation and participation of these peoples in the poverty reduction strategy paper process, strategies to address poverty among indigenous peoples will not be in a position to take into account their cultural specificities. This creates a risk that poverty reduction strategies aimed at these peoples will fail. Any poverty reduction strategy aimed at indigenous and tribal peoples should also take into account the collective aspects of their rights, and their human rights situation, with specific reference to land and resource rights, labour and employment rights, cultural rights and rights to participate in the public life of the States in which they live. It should also take into account the pervasive discrimination against these peoples, and the effect that this might have on their ability to participate in processes that affect them.**

Preliminary conclusions concerning Goal 1 and indigenous and tribal peoples

52. Pending the final outcome of the initiatives being undertaken in the overall framework of Millennium Development Goal 1, some preliminary conclusions can be drawn and recommendations made, in line with the overall approach of ILO to poverty reduction, based on dialogue, inclusion and empowerment, and respect for fundamental rights:

- **Indigenous and tribal peoples should be consulted, and should participate in the formulation and implementation of national poverty reduction strategies and poverty indicators.**
- **National poverty reduction strategies and poverty indicators should take into account the cultural specificities of indigenous and tribal peoples.**
- **Indigenous peoples may have their own priorities for development. Often these are linked to collective rights, or rights to land and resources. These should be recognized as fundamental to poverty alleviation efforts concerning indigenous and tribal peoples.**
- **National poverty reduction strategies should take into account internationally recognized rights of indigenous and tribal peoples, as a basis for appropriate strategy development.**
- **Constructive measures, such as capacity-building and dialogue, are required to implement such recommendations, and to ensure that indigenous and tribal peoples (men and women) are not marginalized because of their lack of access to information and education, lack of knowledge of the national language, discrimination, or other circumstances that might lead to their marginalization.**

C. Focus on Millennium Development Goal 2: achievement of universal primary education

53. ILO contributes to the achievement of Millennium Development Goal 2 by promoting quality and universally accessible, free and compulsory education in the context of its decent work agenda. ILO is developing vocational and skills training, working for the elimination of child labour and promoting social security to poor families, as well as the rights and status of teachers.

54. There are three main elements in the ILO contribution to the achievement of Goal 2. The first is the ILO contribution to investments in skilled and motivated teachers. The second is the elimination of child labour, which is a major impediment to education. The third is through the promotion of education, decent work and increased family income. A number of ILO initiatives under these thematic areas have a direct impact on indigenous and tribal peoples. However, the main focus on indigenous and tribal peoples falls within the second element of ILO work: working towards the elimination of child labour.

Child labour, education and indigenous and tribal peoples

55. The High-Level Group on Education for All (EFA) made up of ILO, the United Nations Educational, Scientific and Cultural Organization, the World Bank and the Global March against Child Labour highlighted the importance of addressing the root causes of child labour and the poor quality and access to education within a broader poverty reduction strategy in line with the Millennium Development Goal.[5] Thus there is a clear international recognition of the links between child labour and the Millennium Development Goals, particularly with the poverty and education goals.

56. The ILO Convention (No. 138) concerning Minimum Age for Admission to Employment, 1973, promotes free and compulsory education of good quality up to the minimum age for entering into employment as a key element in the prevention of child labour. In this regard, the provision of quality and culturally appropriate education becomes a crucial step in the prevention and elimination of child labour among indigenous and tribal peoples in line with ILO Convention No. 169. The objective should be protection from the negative effects of child labour so that indigenous children and youth can receive education and develop their potential without discrimination.

57. Based on a systematic pattern of social exclusion and lack of economic opportunities, indigenous communities are usually at the bottom of the social scale and their most vulnerable groups are often children and adolescents. There is documented evidence that indicates that indigenous children frequently start to work early, drop out of school at an early age and are at particular risk to end up in the worst forms of child labour. According to the International Programme on the Elimination of Child Labour, indigenous girls and boys have been found to be victims of debt-bondage, trafficking and commercial sexual exploitation in Asia, and as agricultural wage workers on plantations in Latin America.

58. A joint working paper issued in June 2003 by two ILO programmes — the International Programme on the Elimination of Child Labour and INDISCO — entitled "Indigenous and Tribal Children: Assessing child labour and education challenges", found, inter alia, that the neglect of indigenous and tribal rights and

concerns in national education programmes is a key factor in social exclusion and marginalization. It also pointed out that education systems and services, including curricula, are usually not relevant to the needs of indigenous children, either in their structure or their content, and that bilingual education is not available in many cases.

59. Despite the fact that additional data have to be collected to improve the analysis of these factors, there is a consensus on the specific needs of indigenous child workers. The attention of ILO in this respect is turning increasingly to the need for these efforts to be culturally sensitive and sufficiently specific to address the real needs of indigenous and tribal girls and boys. Making education more suitable for indigenous peoples is a means to build the capacity to take primary responsibility for the prevention and elimination of child labour. Within this framework, the International Programme on the Elimination of Child Labour is implementing a number of initiatives to combat child labour through education, specifically aimed at indigenous children and youth. Some examples of the kind of activities being undertaken within this framework are as follows:

Elimination of the worst forms of child labour through education in Villeda Morales (La Mosquitia, Honduras)

60. La Mosquitia is one of the most remote areas of Honduras, where public services are very poor or even non-existent. This area is a hub in the narcotics route into North America, and this constitutes, along with sea diving for lobster and other molluscs, the only source of income for the population of La Mosquitia whose extended family society cannot properly cope with the demands placed upon it by these two industries. The involvement of children in these high risk and/or illicit trades is notorious, and traditionally extends to related activities, such as the sexual exploitation of underage girls, which usually brings their education to an end. Boys mostly go to the sea in the lobster boats just after they complete the options for schooling available to them.

61. ILO is implementing the project to withdraw children from these high risk occupations and enrol them in schools. To guarantee that the needs and particularities of local people are taken into account the project is being implemented by La Mosquitia Development Agency, a local non-governmental organization, which has been dealing with the development issues of the indigenous peoples of La Mosquitia for more than 20 years.

62. The main development achieved in this project has been building the keen awareness shown by the population and local authorities (community leaders, school teachers) in children's rights and the importance of education. In every community local committees set up as a result of this project are addressing their most concerning problems, such as health, education, or abuses by government officials, and are dealing effectively with the worst forms of child labour. Furthermore, available educational alternatives have widened with the addition of proven methods of extending the maximum degree and the scope of education at hand, and by improving its cultural appropriateness, the appeal of schooling children and their families is now significantly stronger.

63. The project has also focused on setting-up a network of donors and development agencies to involve themselves in this forgotten part of the country, resulting in the engagement of other actors in the area.

Subregional project to combat the worst forms of child domestic labour in Central America and the Dominican Republic

64. Studies carried out in seven participating countries highlighted that in those countries where indigenous children work in domestic service (such as Guatemala, Honduras and Panama), the exploitation and discrimination against them is greater than that of the non-indigenous. They are excluded because of their culture, their language, their clothing and their values. Given the high prevalence of indigenous girl domestic workers in Guatemala, the project was working with the Asociación Conrado de la Cruz, an institution that fully assumed and gave priority to the work related to the recuperation and strengthening of the ethnic cultural identities of child-domestic workers as part of the process of withdrawing children from work and improving their living conditions. It developed part of its programme/ interaction with the girls in their native languages, whose languages it in fact promoted. It also promoted the indigenous cultural practices, and developed awareness-raising materials (radio spots, posters, etc.) for child-domestic workers and their families in the language of three of the main ethnic groups of Guatemala (Mam, Quiche and Cackchiquel).

Testing indigenous community-driven education approaches against child labour in the Philippines

65. Using the legal and policy framework provided by the Indigenous Peoples' Rights Act as an anchor, and the Government policy on non-formal education, the International Programme on the Elimination of Child Labour-INDISCO action programme aimed to test innovative approaches to education for the indigenous peoples as a means of helping them develop the capacity to take primary responsibility, under the principle of self-reliance, for the prevention of child labour and rehabilitation of child labourers among their members. It aimed to make education not only attractive and suitable but also accessible to indigenous peoples.

66. As part of this project, which began implementation in 2003, an integrated basic education cum livelihood development module for children and adults has been prepared. The basic education component, on the one hand, includes learning processes concerning writing, reading and arithmetic; indigenous culture — world view, customary law, spirituality and rituals, music and dance; ancestral domain management; and the rights of indigenous peoples. The livelihood component includes learning processes concerning skills development involving existing alternative sources of income such as abaca fibre production, handicraft making and cash crop production.

67. Among the learning outcomes of this project was a strong indication that among indigenous peoples, the solution to community development problems can only be sustainable if it is somehow identified and pursued within the framework of the indigenous culture.

Prevention and elimination of child labour in the Mayan villages of Toledo, Belize

68. This programme targets two rural Mayan villages in the district of Toledo, Belize. Along with Mayans other identified tribal peoples within these communities are creole (African) and mestizo. It attempts to withdraw 75 children from work, providing them direct services such as education, health and other social services. Furthermore, it seeks to prevent approximately 200 children in the same or

neighbouring communities from engaging in child labour, by focusing on parenting, public education and other activities that encourage families to keep their children in school and offer tangible support to children to do so. The programme draws on the resources within the community to facilitate outreach and educational activities on the dangers and consequences of child labour. The programme also includes direct actions to strengthen social institutions and organizations in the area and build their capacities to implement initiatives geared towards the elimination of child labour.

Research on ethnicity and child labour in Nepal

69. Discrimination and exclusion result in poverty, low literacy levels and poor health, and make these groups particularly vulnerable in the labour market. Manifestations of discrimination include high instances of child and bonded labour, unequal pay, unemployment and emotional devaluation. Social exclusion is both a cause and a consequence of poverty; this is reflected in the fact that, along with Dalits, indigenous groups are found at the bottom of almost every social indicator in Nepal.[9] Although there is a clear correlation between discrimination against indigenous people and vulnerability to child labour, there is a lack of research and documentation on the exact nature of this relationship in Nepal. The same is true for vulnerability of lower castes.

70. There is an expressed need to link child labour to broader structural challenges facing indigenous and tribal peoples, such as forced labour, land rights, development planning and local governance. It is necessary to integrate indigenous and tribal people concerns into development policies on education and governance, and to increase representation and participation of indigenous and tribal people children in coordination mechanisms at the grassroots. As in other countries with large indigenous populations, root causes of indigenous and tribal people vulnerability to child labour include racism and discrimination; poverty resulting from social, economic and political exclusion; loss of traditional means of livelihood (compounded by a lack of alternative employment opportunities and high instances of migration); discriminatory legal frameworks; and inappropriate education systems that perpetuate cultural stereotypes of indigenous and tribal peoples and are blind to their special needs.

71. In this regard, the ILO Office in Nepal has begun an action-orientated research study, in consultation with indigenous and tribal peoples, that will analyse the ethnic, caste and gendered dimensions of child labour, with a particular focus on the nexus between poverty, social exclusion and child labour, within the framework of the following three areas:

- Modalities of indigenous children being involved in child labour. Specifically: why do we find children from specific indigenous groups in certain sectors of child labour? To what extent do poverty factors prevail over tradition and cultural factors?
- Results of previous interventions. Specifically: have interventions to date (by ILO and other partners) made any change? What have we learned?
- Indigenous children and education. Specifically: what is the present status regarding persistence and completion of schooling among indigenous

children? What are the barriers that prevent full participation of indigenous children?

Preliminary conclusions concerning Goal 2 and indigenous and tribal peoples

72. The experiences of projects aimed at the elimination of child labour through education in indigenous communities highlight a number of issues pertaining to indigenous education that are worth highlighting for further consideration by the Forum:

- **The importance of a rights-based approach to combating child labour in indigenous communities, taking into account indigenous rights enshrined in international law, in particular relevant articles of ILO Convention No. 169.**
- **Culturally appropriate measures, developed in consultation with the peoples concerned, are essential if education programmes for indigenous and tribal peoples are to be effective and sustainable.**
- **Given that indigenous and tribal children are at special risk for the worst forms of child labour, it is essential that the development of programmes to combat child labour take into account the social and economic marginalization of these peoples.**
- **Child labour and education should be integrated into a broader indigenous child rights agenda to guarantee sustainability of the ongoing efforts.**
- **Improvement of coordination between indigenous and teachers' organizations is crucial to assess curricula gaps and improved teacher-training modules on indigenous peoples' concerns.**

Notes

[1] *Official Records of the Economic and Social Council, 2004, Supplement No. 23* (E/2004/43).

[2] For further information, see the ILO Policy Integration Unit's web site at www.ilo.org/bureau/integration/index.htm.

[3] For more information see *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals* at http://unmp.forumone.com.

[4] World Commission on the Social Dimensions of Globalization. *A Fair Globalization: Creating opportunities for all*. ILO, Geneva, February 2004 (at www.ilo.org/public/english/wcsdg/docs/report.pdf).

[5] Kathmandu Adivasi-Janjati Declaration of 20 January 2005, sect. 4, recommendation No. 52.

[6] World Bank: *Implementation of Operational Directive 4.20 on Indigenous Peoples: an independent desk review*, Report No. 25332, 10 January 2003, Operations Evaluation Department, Country Evaluation and Regional Relations (Washington, D.C.) (at www.eldis.org/static/DOC11570.htm).

[7] The Follow-up Action Plan, endorsed by the ILO Governing Body in November 2003, is part of the follow-up to the 1998 ILO Declaration on Fundamental Principles and Rights at Work. These principles and rights include: freedom of association and the effective recognition of the right to collective bargaining, the elimination of forced or compulsory labour, the abolition of child labour and the elimination of discrimination in employment and occupation.

[7] New Delhi Declaration adopted at the third meeting of the High-Level Group on Education for All, New Delhi, India, November 2003 (at www.globalmarch.org/events/delhideclaration.php).

[8] There are also large margins of difference between indigenous nationalities; e.g., according to the 2001 census figures, Thakalis have the highest literacy rate (62.6 per cent), while the Chepangs have the lowest (14.6 per cent). The same trend can be seen in the *Human Development Report*, 1998: data on the proportion below the poverty line shows the indigenous and tribal people group at the top (Newar with 25 per cent) and at the bottom (Limbu with 71 per cent). These differences can be explained by a number of historical factors, such as land alienation and degree of sanskritization.